

104TH CONGRESS  
1ST SESSION

# H. R. 511

To provide for the establishment of a comprehensive and consolidated workforce preparation and development system in the United States.

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## IN THE HOUSE OF REPRESENTATIVES

JANUARY 13, 1995

Mr. McKEON (for himself, Mr. GOODLING, Mr. PETRI, Mrs. ROUKEMA, Mr. GUNDERSON, Mr. FAWELL, Mr. BALLENGER, Mr. BARRETT of Nebraska, Mr. CUNNINGHAM, Mr. HOEKSTRA, Mr. CASTLE, Mrs. MEYERS of Kansas, Mr. SAM JOHNSON of Texas, Mr. TALENT, Mr. GREENWOOD, Mr. HUTCHINSON, Mr. KNOLLENBERG, Mr. RIGGS, Mr. GRAHAM, Mr. WELDON of Florida, Mr. FUNDERBURK, Mr. SOUDER, Mr. MCINTOSH, Mr. NORWOOD, Mr. KASICH, Mr. ZELIFF, Mr. BOEHNER, and Mr. MICA) introduced the following bill; which was referred to the Committee on Education and Economic Opportunity

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## A BILL

To provide for the establishment of a comprehensive and consolidated workforce preparation and development system in the United States.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3       **SECTION 1. SHORT TITLE.**

4       This Act may be cited as the “Workforce Preparation  
5       and Development Act”.

1 **SEC. 2. FINDINGS AND PURPOSE.**

2 (a) FINDINGS.—The Congress finds the following:

3 (1) The knowledge and skills of the United  
4 States workforce are fundamental to the economic  
5 competitiveness of the Nation today and in the fu-  
6 ture, however, the United States does not currently  
7 possess a comprehensive, effective, and efficient sys-  
8 tem of workforce preparation and development.

9 (2) Due to global competition, emerging tech-  
10 nologies in the workplace, the emergence of quality  
11 managing, corporate realignments, and the loss of  
12 many low-skilled jobs, United States workers will in-  
13 creasingly need to enhance their skills on a continu-  
14 ing, lifelong basis through such a workforce prepara-  
15 tion and development system.

16 (3) Reports from the Comptroller General of  
17 the United States have identified 154 different Fed-  
18 eral programs, totaling \$24,000,000,000, and ad-  
19 ministered by 14 different Federal agencies, that  
20 offer some form of education, job training, or em-  
21 ployment assistance to youths and adults.

22 (4) Such reports point to the many problems of  
23 duplication and fragmentation that exist within the  
24 varied Federal workforce preparation and develop-  
25 ment programs, including—

1 (A) the additional costs of administering  
2 overlapping workforce preparation and develop-  
3 ment programs at the Federal, State, and local  
4 levels which divert scarce resources that could  
5 be better used to assist all individuals in pre-  
6 paring for and entering the workforce; and

7 (B) conflicting eligibility requirements, an-  
8 nual budgeting and operating cycles, planning  
9 and reporting requirements, and performance  
10 measurement systems which serve as barriers to  
11 the integration of Federal workforce prepara-  
12 tion and development programs and result in an  
13 inefficient use of resources.

14 (5) Major goals of any reform of the Federal  
15 workforce preparation and development system must  
16 be—

17 (A) to streamline and consolidate individ-  
18 ual workforce preparation and development pro-  
19 grams, eliminating unnecessary duplication and  
20 fragmentation in such programs;

21 (B) to provide maximum authority and re-  
22 sponsibility to States and local communities for  
23 operation of State and local workforce prepara-  
24 tion and development programs;

1 (C) to stress private sector partnerships  
2 and encourage increased leadership and respon-  
3 sibility on the part of the private sector through  
4 the use of creative incentives for investment in  
5 workforce training (which may include reduced  
6 regulatory burdens, tax incentives, and em-  
7 ployer loans for the training of incumbent work-  
8 ers);

9 (D) to establish a system which is market-  
10 driven, accountable, provides customer choice  
11 and easy access to services, and reinforces indi-  
12 vidual responsibility;

13 (E) to improve education, literacy, job  
14 training and employment assistance programs  
15 in the United States, encouraging lifelong  
16 learning and skills upgrading through a seam-  
17 less system connecting elementary, secondary,  
18 postsecondary, adult, and work-based training  
19 and education; and

20 (F) to establish a comprehensive, inte-  
21 grated labor market information system to en-  
22 sure that workforce preparation and develop-  
23 ment programs are related to the demand for  
24 particular skills in local labor markets, and to  
25 ensure that information about the employment

1           and earnings of the local workforce, occupations  
2           in demand, skill requirements for such occupa-  
3           tions, and the performance of education and  
4           training providers, are available to job seekers,  
5           employers, teachers, students, and decision-  
6           makers.

7           (6) Early exposure to career opportunities can  
8           enrich the education experience and provide incen-  
9           tives for students to stay in school and achieve high-  
10          er levels of learning.

11          (7) Millions of families in the United States are  
12          trapped in a cycle of poverty, dependency, and  
13          undereducation that is linked to illiteracy and low  
14          educational achievement, for which adult education  
15          and family literacy programs have been shown to be  
16          successful in improving the educational attainment  
17          and job skills of parents and their children, contrib-  
18          uting to reductions in crime, welfare dependency,  
19          and enhancing employment opportunities for such  
20          individuals.

21          (8) In recent years, a number of innovative  
22          States and local communities have begun successful  
23          efforts to integrate Federal workforce preparation  
24          and development programs through one-stop service  
25          delivery systems, however, without exception, such

1 States and communities have experienced numerous  
2 Federal barriers to such program integration.

3 (b) PURPOSE.—The purpose of this Act is to begin  
4 the transformation of the vast array of Federal workforce  
5 preparation and development programs from a collection  
6 of fragmented and duplicative categorical programs into  
7 a streamlined, comprehensive, coherent, high-quality, cost-  
8 effective, and accountable Federal workforce preparation  
9 and development system that is designed to meet the edu-  
10 cation, employment, and training needs of the workforce  
11 of the United States, both today and in the future.

12 **SEC. 3. DECLARATION OF INTENT.**

13 Not later than the adjournment sine die of the 104th  
14 Congress, the Congress shall carry out the following:

15 (1) The Congress shall conduct a thorough eval-  
16 uation of all Federal workforce preparation and de-  
17 velopment programs to determine the quality, effec-  
18 tiveness, and efficiency of such programs.

19 (2) The Congress shall enact legislation that  
20 provides for the following:

21 (A) The elimination of duplication and  
22 fragmentation among Federal workforce prepa-  
23 ration and development programs through the  
24 reform, consolidation, and, where appropriate,  
25 elimination of such programs, thus providing

1 States and local communities with streamlined  
2 and more flexible funding for the purpose of  
3 preparing the future and current workforce.

4 (B) The transfer of major decision-making  
5 authority for the design, governance, and imple-  
6 mentation of comprehensive, integrated  
7 workforce preparation and development systems  
8 to States and local communities.

9 (C) A vital role for the private sector at  
10 the Federal, State, and local levels in the design  
11 and implementation of a Federal workforce  
12 preparation and development system established  
13 in accordance with subparagraph (D), encour-  
14 aging the utilization of State and local em-  
15 ployer-led boards responsible for strategic plan-  
16 ning and program oversight of State and local  
17 workforce preparation and development sys-  
18 tems.

19 (D) The establishment of a Federal  
20 workforce preparation and development system  
21 that—

22 (i) is streamlined and consolidated;

23 (ii) provides maximum authority and  
24 responsibility to States and local commu-  
25 nities for the operation of State and local

1 workforce preparation and development  
2 programs;

3 (iii) is accountable;

4 (iv) stresses private sector partner-  
5 ships and encourages increased leadership  
6 and responsibility on the part of the pri-  
7 vate sector for investment in workforce  
8 training;

9 (v) is market-driven;

10 (vi) provides customer choice and easy  
11 access to services; and

12 (vii) reinforces individual responsibil-  
13 ity by stressing attachment to employment,  
14 and at the same time, encouraging lifelong  
15 learning and skills upgrading through a  
16 seamless system connecting elementary,  
17 secondary, postsecondary, adult, and work-  
18 based training and education.

19 (E) The establishment of a national labor  
20 market information system that provides em-  
21 ployers, job seekers, students, teachers, training  
22 providers, and others with accurate and timely  
23 information on the local economy, occupations  
24 in demand, earnings, and the skill requirements  
25 for such occupations, and information on the



1 performance of service providers in the local  
2 community.

3 (3) Consistent with the legislation enacted in  
4 accordance with paragraph (2), the Congress shall  
5 provide for the repeal of existing Federal workforce  
6 preparation and development programs, as appro-  
7 priate.

8 **SEC. 4. FEDERAL WORKFORCE PREPARATION AND DEVEL-**  
9 **OPMENT PROGRAMS DEFINED.**

10 For purposes of this Act, the term “Federal  
11 workforce preparation and development programs” means  
12 programs under any of the following provisions of law:

13 (1) The Carl D. Perkins Vocational and Applied  
14 Technology Education Act (20 U.S.C. 2301 et seq.).

15 (2) The Job Training Partnership Act (29  
16 U.S.C. 1501 et seq.).

17 (3) The Wagner-Peyser Act (29 U.S.C. 49 et  
18 seq.).

19 (4) The Job Opportunities and Basic Skills  
20 Training Program authorized under part F of title  
21 IV of the Social Security Act (42 U.S.C. 681 et  
22 seq.).

23 (5) The Adult Education Act (20 U.S.C. 1201  
24 et seq.).

1           (6) The Rehabilitation Act of 1973 (29 U.S.C.  
2       701 et seq.).

3           (7) The School-to-Work Opportunities Act of  
4       1994 (20 U.S.C. 6101 et seq.).

5           (8) Chapter 2 of title II of the Trade Act of  
6       1974 (19 U.S.C. 2271 et seq.).

7           (9) Section 6(d)(4) of the Food Stamp Act of  
8       1977.

9           (10) Veterans vocational training programs au-  
10      thorized under chapter 106 of title 10, United  
11      States Code, and chapters 30, 31, 32, 35, and 41  
12      of title 38, United States Code.

13          (11) Other Federal employment, education, or  
14      training programs, as appropriate.

